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ABSTRACT

Prepared for the National Advisory Council for Career Education, this paper offers a broad view of the current practice of career education of adults, drawing on statistical information that indicates millions of adults are engaged in diverse kinds of educational activity. The paper defines the terms adult and career education and discusses a structure for the domain of career education of adults. Information about aspects of career education of adults other than instructional, such as counseling, career development, and job placement, is reported. The point is made that career education for adults depends not only on activities based in educational institutions but also on a wide variety of services by agencies outside colleges, universities, and other postsecondary teaching institutions. (Three examples of such services used to illustrate this point are educational brokering, educational assessment and credentialing, and experiential learning.) Three categories of career education of adults are posited: Preparatory, primary, and adaptive, each of which address different goals or purposes of career education of adults. Brief recommendations are made and a list of references is included. (TA)

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CAREER EDUCATION OF ADULTS

Prepared for the
National Advisory Council for Career Education

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The opinions expressed in this report do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education should be inferred.

National Advisory Council for Career Education, June 1977

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PREFACE

A considerable portion of each agenda of the National Advisory Council for Career Education is devoted to assessing the various means by which the identifiable knowledge gaps in career education can be closed. The result has been the commissioning of two series of papers on a wide variety of topics. Several of the papers from the first series were published in 1976, e.g., those dealing with the emerging history and the efficacy of career education.

A second series of papers were commissioned in 1976, again, on a broad number of career education concerns. The document in your hands is one of those submitted to the Council in either late 1976 and early 1977.

At the April 6, 1977 meeting of the Council, a substantial amount of time was spent discussing these papers. A motion was passed unaminously to reflect the position to which the Council strongly adheres, namely, that it is healthy to have different points of view on career education and that the promotion of these differing views is a very positive step in the life of career education. We sincerely believe that the dissemination of these papers is, indeed, a very salutary action in the furtherance of the career education debate.

This does not and should not imply that the National Advisory Council for Career Education accepts and endorses all the concepts, ideas, suggestions and recommendations in the papers we are now disseminating. We disagree with opinions expressed in several of these papers. This document, rather, reflects the realization that the Council has identified certain goals and issues and that we wish to make available for reading, and, to be sure, thought-provoking discussion, this set of commissioned papers which directly explore these goals and issues.

Our intent, as we have indicated, has been to close some of the existing knowledge and philosophical gaps in the field. We trust this document will contribute toward that end.

George F. Meyer, Jr.
Chairperson

May 20, 1977

Acknowledgement

The author wishes to acknowledge the substantial contribution to this paper of Arthur M. Kroll, Director, Guidance Programs at Educational Testing Service. His fair and insightful criticism of an earlier version of the paper was most helpful.

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Section I

Surveying Career Education of Adults: The Prospects and Problems.

This paper examines career education of adults. It draws upon existing reports, articles, and data and it treats the current scene only not the previous history of career education. Here "current scene" means roughly since 1971, when the term career education was introduced by Sidney P. Marland Jr., then United States Commissioner of Education.

The request for this paper specified that it should "...condense the highlights of present data concerning the disposition of adult and continuing education in the United States...the number of people engaged, costs of educating the adult in the more or less non-traditional environment etc. Our suspicion is that a great number of extensive research studies have already been completed and an overview of their highlights would be most useful for the Council members in their efforts to formulate legislative recommendations for career education at the postsecondary level."

The essay is developed as follows: The next section not only defines the critical terms adult and career education, but also it discusses a structure for the domain of career education of adults. It concludes by calling specific attention to three aspects of the topic that are not handled by this essay. Section III pulls together information about adult participation in career education and the major adult career education programs. Section IV discusses adult learning needs and experiences. Section V focuses on college and

and university level developments. It is followed by the final section which is a brief summary of the paper and some recommendations.

One basic intent of this essay is to underline the fundamental fact: Career education of adults represents a vastly more complex set of problems and issues than does career education of the pre-adult. Career education of adults is not merely an upward extension of career education for elementary and secondary school pupils. The problems and needs of adults are not only greater; they differ in kind. Further, the resources that can be brought to bear on career education for elementary and secondary school children contrast sharply with the kinds, and locations of resources applicable to career education of adults.

Consider career education in terms of the comparative size of the groups to be served. In 1970 the total population of the United States of 205,000,000 people consisted of 62,000,000 children under age 16 and 143,000,000 adults age 16 and over. (15, p. 182)* While the Bureau of the Census offers three population projections through the year 2000, in the most extreme case the total size of the children's population is projected to decrease to 50 million and the adult population pool is projected to increase to 195 million. Under these assumptions, the reader should be alerted to the fact that the potential pool for career education of adults will be about four times that of children by the end of the century.

*References throughout this survey are handled as follows: The first figure written in parentheses--here 15--refers to a specific numbered entry in the list of references on page 69. The page reference--here p. 182 refers to a particular page or pages in the referenced publication or study.

Gross population figures such as these tell only a part of the story. The career education needs of children, can be approached through a coordinated system of educational resources at the local and state level, encouraged by federal guidance and funding, and supported and reinforced by the family and home. Quite recently in a comprehensive analysis entitled The Boundless Resource, (40) Willard Wirtz and his four colleagues at the National Manpower Institute offered a series of recommendations that call for an expansion and coordination of resources at the local community level.

Career education of adults on the other hand, involves an extensive array of social institutions that currently are not coordinated and effectively integrated and perhaps may never completely be. In addition to schools, colleges, and universities career education of adults draws upon resources in other institutions whose primary functions are noneducational: business, industry, and government, the community at large, the military, correctional institutions, and social agencies. The resources are also free of geographical ties and may in certain cases be found at considerable distance from the learner's normal place of residence. Moreover we must remember that while career education for children takes place in an educational setting where participation is compulsory, career education of adults takes place in settings where participation is mainly voluntary, although some compulsory components are emerging such as in continuing education requirements for relicensing or recertification in the professions. Finally, if one of the objectives of primary and secondary education in general is to prepare the learner to learn, to the extent that these efforts

and further education beyond secondary school are successful we can expect to find that career education for some adults will be something they can handle independently, with little involvement with any social institution.

We might expect to find that information about the needs, programs, and resources for the career education of adults will be rather disorganized and difficult to integrate, summarize, and interpret. It may not be easy to decide what should be done, when, and with what expected consequences.

Consequently one can anticipate that it may be difficult to determine policies and establish legislative priorities regarding career education of adults. The kinds of programs that may be required for career education of adults will be much more difficult to formulate than programs addressed to pre-adults. Some may argue that the emphasis at the elementary and secondary level of federal career initiatives to date is largely a historical accident. This paper will suggest an alternate explanation: The problems are clearer and resources for dealing with them have been more easily identified at that earlier level making it possible to move ahead earlier.

Section II

The Search for Definitions, Data and Structure.

Consider the following hypothetical situation: A visitor from a foreign culture distinctly different from our own has an opportunity to visit the United States for only a few hours in order to see American children. He makes his visit on Halloween, and he has a systematic approach in mind as to how he will try to locate children. Everywhere he goes he sees small people, yet nowhere does he see anyone who looks like a child. He stops many and asks if they are children. The answer is no - "I am a witch," or "a ghost," "a knight," or a rabbit!" Only rarely does he see someone he clearly can identify as a child. Puzzled, he returns to his homeland convinced that there must be children in the United States, but baffled because he found practically none.

This hypothetical situation, is a reasonably accurate description of someone seeking information about career education of adults. The searcher feels certain that career education of adults exists. But locating systematic information about it--or being assured that the information at hand is adequate, applicable or complete--can be frustrating and exasperating. Not that data are completely absent. Unfortunately, four specific problems compound the search. First, the question of what career education is. Second, definition of an adult. Third, the relative absence of systematic compilations of data, studies, and so on clearly concerned with the career education of adults. Fourth, the uncovering of information related to career education of

adults that may be lurking under other headings.

It is fairly common for an author to develop or adopt a circumscribed definition of a concept. The practice makes it possible to write from a comfortable or attractive perspective, but it shifts the problem of accommodation to the reader. The technique is particularly useful, however, in circumstances where universally, or at least widely accepted definitions of terms are unavailable. The topic "career education of adults" would seem to represent an open invitation to proceed in this fashion.

Defining The Term "Career Education". Witness the sharp debate about career education in 1975-76 between Grubb and Lazerson (17) on the one hand and Hoyt (24) on the other. The term "adult" is equally vague and the temptation great to propose particular definitions of both "career education" and "adult" here.

The author has elected not to offer his own definitions. After reviewing a substantial part of the literature, he concluded that although there are questions about the domain of career education and authorities differ on what population they recognize as adult, the purposes of this paper would best be served by working with conceptualizations that tend toward the general and inclusive rather than the more specific and exclusive.

The last six years have seen a shift from use of the term "career education" without definition to, finally, endorsement of a definition by the National Advisory Council for Career Education. Dr. Marland, writing as late as 1973 said "...we had declined and to this date continue to decline, to lay out a concrete Federal definition for Career

Education." (29, p. ix) In the intervening period there has been a substantial effort by Kenneth Hoyt, Director, Office of Career Education, U.S.O.E. to clarify the term and to develop the concept. (23, 25)

By 1974 the United States Congress had defined career education as an educational process designed to

- increase the relationship between schools and society as a whole
- relate the curricula of schools to the needs of persons to function in society
- provide opportunities for counseling, guidance, and career development for all children
- extend the concept of the education process beyond the school into the area of employment and the community
- foster flexibility in attitudes, skills, and knowledge in order to help people to cope with accelerating change and obsolescence
- eleminate any distinctions between education for vocational purposes and general or academic education. (29, p. 19-20)

Yet, two years later, the House Committee on Labor and Public Welfare had this to say. "...the Committee acknowledges that there has occasionally been disagreement among educators regarding an adequate definition of the term 'career education.' The Committee believes that most of the definitions that have been put forth are substantially correct - and that some of the criticisms of these definitions also contain certain elements of truth. This is so, however, not because the problem itself is one which transcends easy definition. The Committee therefore urges that the problem itself - the lack of adequate career orientation in many educational programs and institutions and the need for more orientation both now and in the future be our primary consideration." (9, p. 11)

Meanwhile the National Advisory Council For Career Education had endorsed the following definition: "Career education is the totality of experiences through which one learns about and prepares to engage in work as part of his or her way of living. (29, p.19) This definition has guided the author of this paper.

Defining The Term "Adult." The term "adult" is another matter. We have had many different definitions of adult, for a variety of purposes. It would, indeed be helpful if it were possible to identify some specific age as the point of demarcation between adults and non-adults. When we look at relatively recent Federal educational legislation we see a trend to lower the age of adulthood. The 1970 amendments to the Adult Education Act applied to individuals who had attained the age of sixteen. However adulthood in addition to its obvious chronological connotations is a concept that is strongly influenced by the worlds of work and education.

Paul Barton (51) has provided useful analyses of the hiring practices of employers and how such practices can help us understand adulthood in the world of work. "The growing portion of youth starting college, and the growing portion of corporate decision makers whose sons and daughters comprise the one out of five youths entering the full time labor force with a college degree, has probably had the effect of increasing the age at which youth are permitted to enter some form of regular adult employment. Although it is entirely a matter of conjecture about cause and effect, the age of entry into regular employment seems to advance with the expected age at which the middle class emerges from college: at least the facts are consistent

with such a proposition." (51, p.3) He then asks, "At what age will employers hire youth for regular full time jobs of the kind that adults hold?... . The composite results are that two-thirds to four-fifths of employers do not want to hire young people for regular jobs until the attainment of age 21 or thereabouts." And again: "With regard to youth who do not go beyond high school (about one of every two of them today), a group now growing...most employers just do not hire them for regular adult jobs until they are 21 years old." (51, p.12) Certainly, if we are to probe career education for adults, much in what Barton has to say should make us cautious about accepting age 16 as a fixed lower boundary for adults.

Are there other complications? The more traditional view of education would argue that there is a very direct relationship between education and one's status in society. Parelius (32, p.209) points out that "By definitively severing fourteen to eighteen year olds from the mainstream of adult life, facilitating the emergence of peer cultures and peer group socialization, and encouraging the growth of a new era of pedagogical expertise, the high schools nurtured and defined adolescence as a distinctive life stage through which all cohorts must pass. The physical isolation of adolescents in the schools and their relegation to economic dependency narrowed the number and range of social roles open to them, solidified their subordinate relationship to older cohorts, and distinguished adolescence as an age stratum." In addition to sharpening our perception of relationships between education and developmental status, in this case adolescence, note that she offers age 18 as the upper boundary

for this phase and adulthood. So, from another source, we have a caution about accepting age 16 as a lower limit for adult.

Perhaps the stickiest issue concerns what is implied about the adult status of college students and university students pursuing various programs full-time. The report of the Committee on the Financing of Higher Education for Adult Students takes up this issue as follows: "It is the central premise of this report that all students in postsecondary institutions are adults with adult responsibilities both in terms of their role in society and in the academic environment. As a consequence past distinctions between regular full-time students who enter college after high school graduation and "adult" students (those who have graduated or who are over 21 and have never completed college) can no longer be sustained either for program or financing purposes. In 1972, for example, of the 782,000 veterans enrolled in collegiate education, those 22 years and older comprised 96.0 percent of vocational and technical school veterans' enrollments, 95.8 percent of community college veterans' enrollments, 97.7 percent of other undergraduate veterans' enrollments, and 99.8 percent of graduate veterans enrollments. Even among veteran freshmen, 80.6 percent of the enrollees were 22 and over. The average age of all Vietnam era veterans through June 1973 was 27 years." (10, p.23)

Although the Committee's position is a strong one, and mindful of the views expressed by Barton, we believe it will be more helpful to include full-time college students in the adult category. Any number of college programs include not only 18-to-22 year-olds whose major occupation is "studentry" but also more mature individuals with

substantial life-work experience who are already engaged as productive workers. For such individuals the college-university program is career oriented, an unquestioned part of their career development.

This paper then accepts an inclusive and encompassing definition of adults: That is, persons age 16 and over who are outside the jurisdiction of the primary-secondary compulsory education system.

Problems Concerning Data and Relevant Studies. Having decided on a concept of career education and having settled upon a definition of adult, two problems still remained: First, the relative absence of systematic compilation of data or studies clearly in the realm of career education of adults. Second, the knowledge that information about career education of adults might be classified under other headings and titles. The recency of educational initiatives under the banner of career education, that is, since 1971, probably accounts partially for the first problem. A contributing factor has been the fact that most of the federal initiatives to date have been implemented at the elementary or secondary school level. The second problem is equally serious. To find and understand the current practice of career education of adults, one needs to turn to headings like adult education, vocational education, cooperative education, continuing education, manpower training and development, and lifelong learning. The author realizes full well that the categories just listed are not necessarily career education. However, one can find career education thrusts and emphases under these rubrics, and that was what the author has tried to do. Further, there are important bridges between programs of adult education-lifelong learning and career education. The

author has tried to be alert to these.

The Structure of Career Education of Adults. With the domain of career education of adults established, a major issue that remains is that of a structure for dealing with this domain. It is helpful to think of major categories of career education of adults, to think, too, of the primary and secondary delivery systems for each category, and to identify some of the support systems that operate to undergird the delivery systems. The author sensed a need for a structure not to describe an orderly existing system, but rather to interrelate and conceptualize an intricate arrangement of fairly uncoordinated efforts connected only by what, at least, is the appearance of a common objective. That objective is the advancement of adult career education.

The author has found it useful, therefore, to think of career education of adults as falling into three major categories: preparatory, primary, and adaptive. Preparatory career education would refer to those efforts that are directed to getting the adult up to speed so as to function at least minimally in the world of work. In a very significant way preparatory adult career education is remedial. The upper boundary of preparatory career education might be viewed as bringing adults up to the same competitive levels as youths who had come through good general elementary-secondary school career education programs that did not include any highly specialized occupationally oriented schooling. The delivery system for preparatory career education of adults are adult schools both full and parttime. The secondary delivery systems are training components of manpower and employment programs and training offered through various community organizations. Some of the support

systems would include the counseling components of employment services, and various outreach efforts designed to identify this clientel and to motivate them to participate. Preparatory adult career education would include adult basic education, bilingual education, programs for the handicapped, and offender and correctional education and GED high school equivalency programs.

Primary adult career education would encompass these career development efforts that go beyond entry level qualification and serve to establish individuals in satisfying work. Primary adult career education uses a complex array of delivery systems including educational institutions such as public and private vocational schools, two and four year colleges and universities. Primary adult career education also uses other delivery systems such as apprenticeships, work-study programs, and in house training such as found in the military, government, social service agencies, and some large corporations.

Adaptive career education of adults is directed either toward maintaining individuals in satisfying work relationships, toward preparing individuals to make transitions from work to retirement, or toward assisting individuals to obtain major satisfactions through non-work channels such as hobbies, family etc. Adaptive adult career education would refer to activities that facilitate mid-life career changes as well as programs of continuing education designed to maintain individuals at adequate functioning levels in their employment particularly in the professions or areas of rapid technological advances. The delivery systems for adaptive career education tend to make less use of formal educational systems and more use of individual

educational initiatives. One could anticipate that the goals of adaptive career education would be more individualistic and unique.

To summarize, a structure of career education of adults that may prove useful for analysis, planning and program development has been described. It provides for three categories of programmatic activities. If the purpose is to bring the individual to entry level readiness for work we are dealing with preparatory career education. If the goal is to establish the individual in a satisfying work relationship we are dealing with primary career education. If the goal is to maintain the individual in satisfying work relationships, we have adaptive career education. For each category we should be alert to different delivery systems. And we might anticipate that different delivery systems will, in turn,make use of varying support mechanisms.

The author acknowledges that Davis and Lewis (11) contributed substantially to his thinking about the structure of career education of adults. The reader is referred to Davis and Lewis (11, p.85-117) for an elaboration of a somewhat different perspective on this matter.

Given the limited amount of time available for the preparation of this essay, three significant aspects of career education of adults are not treated. Mid-life career change, a component of the adaptive category of career education, is an area in which there are some differences among authorities as to how widespread it is. Hence it did not seem practical to pursue this aspect at this time. Wirtz reports that "...about 1.3 million people...move from one major occupational area to another under circumstances requiring significant retraining or education..." (40, p.108) However, he also indicates that "...only

four out of every one hundred workers make material job changes between the ages of fifty-five and sixty-four." (40, p.122) On the other hand, one of the conclusions of a comprehensive review of research on mid-life career change is that "...there is not a great deal of the kind of voluntary occupational change we have labeled mid-life redirection. (33, p.9) For the reader who would wish to examine this topic, the author recommends two reports in the list of references. (33, 34)

While the cost of career education programs for adults is recognized as a significant aspect, useful studies of cost are scarce, particularly in the absence of program models that would permit comparing or contrasting programs on the basis of common data elements. Therefore the author concluded that to pursue this aspect of career education of adults would not be a productive use of the limited time available for the essay.

The last aspect of career education of adults not treated by the paper is that of volunteerism as a channel through which career education can be accomplished. Volunteer work should be the topic of a separate paper because it is complex and extensive. Wolozin (41, p.23), for example, indicates that the estimated economic value of volunteer activities in American in 1966 was $15 billion and over $25 billion by 1974. Volunteerism is not only big and important, it is growing. Wolozin also indicates however that "...there have been few systematic attempts to estimate the size of the volunteer labor force in the United States or the number of manhours of work contributed annually by volunteers." (41,p.41) At the time of that statement, Wolozin referred to two studies as completed and a third in progress.

Meanwhile a preliminary release of data (55) from the third study, for example that the volunteer effort in 1974 was equivalent to 3.5 million people working full time, continues to support the notion that volunteer work and paid employment need to be considered in parallel relative to career education.

Section III

Adult Participation in Career Education

Using the structure of adult career education discussed in the previous section, it would be ideal to be able to approach the data about adult participation to determine, for example, how many adults are engaged in preparatory forms of career education, what primary delivery systems are used, what secondary delivery systems are used, how extensive are they, and what support systems back-up the delivery arrangements. Then one could return to the data base and direct to it identical questions about primary and adaptive career education of adults. One could compare the involvement of adults in these three major categories; one could identify areas of need; one could rank order needs; and one could offer solid recommendations for action that would lead to better services to the citizenry. Unfortunately we cannot deliver that kind of ideal analysis. Even though the author believes it is possible to conceptually relate the major categories of adult career education to each other, the data does not match the analytic structure developed by the author. So the reader needs to be prepared for compromises. We will take the data we have, we will try to relate data elements to each other through the structure of career education of adults whenever we can.

The problem is partially illustrated by the phrases underlined below in a sentence from the introduction to a publication of the Department of Health, Education and Welfare. The publication purports to be a guide to federal programs that offer resources for career

education. "It is also worth noting that many of the people in these programs may be unfamiliar with career education and with the potential of their resources for use in career education efforts."(50,p.i) This publication further acknowledged its own limitations, and it seems to support views advanced in this paper, when it did "...not promise to include all Federal government programs..." for career education.

Statistical tabulations based on various surveys do not report data under the rubric of "career education." Secondly, a comprehensive view of career education would incorporate not only the instructional components, but also others such as student outreach, counseling-guidance, occupational information, and job placement. Therefore, even if one attempts to make inferences from, say data on adult participation in continuing education programs, or from inventories of kinds of continuing education programs, at best one is probably getting at only surface indications of the instructional component and one must ignore other components of the career education process.

Despite these serious reservations, it is useful to look at what is known about participation in adult education and what is known about resources to serve adult needs in terms of the findings of some of the major statistical studies completed or reported in the 1970s. Indeed, a wealth of information has been generated that serves to expand greatly our understanding of the adult student clientele.

Readers making an initial excursion into this body of literature may feel overwhelmed, or at least confused, by the variety of studies and their findings. It may be helpful to keep in mind that efforts to expand our knowledge of adult involvement in educational activities

have come at the field of interest in two different channels. In the first the focus of attention has been directly on the learner or potential learner. In this instance, studies are mounted and executed by contacting adults and adult student participants. An example is the data gathered by the Bureau of the Census, and covered by the report Going Back to School at 35 and Over. (44)

The second approach takes the form of surveys of various kinds of institutions, organizations, or agencies that provide educational opportunities. An example is the data gathered and reported by the National Center For Educational Statistics, Department of Health, Education and Welfare under the title Adult Education in Public School Systems 1968-69, 1969-70. (30)

Because these two approaches can focus on different segments of the whole field of interest, the reader must pay careful attention to the particular segment under report. Moreover, since the approaches may not necessarily focus on precisely the same student categories, there may appear to be differences in information available.

The Participants in Adult Education. Participation in adult education is, indeed, extensive - over 13 million in May 1969. Excluded are over 10 1/2 million students who were enrolled full time. And the number of participants in adult education is increasing. By 1975, the figures were 17 million engaged in adult education and 11 million additional students aged 17 to 34 enrolled full-time in a regular school or college program. Thus, in the 6 year period, participation in adult education had increased by about 31 percent,participation as a full-time student increased by 4 percent and the total adult

population increased by about 13 percent. (48,p.93) In this instance, participants in adult education are "persons beyond compulsory school age (17 and over) who are not enrolled full time in a regular school or college program but who are engaged in one or more activities of organized instruction.*" (31, p.2)

About one-third of the adult education participants were 17 to 34 years of age. Three-fourths of them were employed. A like proportion were married, The percentage of males was 52.1 percent females 47.9 percent Blacks and other minority races 8.5 percent.

While the data do not clarify the issue of the extent of participation in career education, some indications of the career relatedness of the educational activities for this group of adults are contained in the following observations:

- 55 percent pursued occupational training consisting of three major categories of study: vocational/technical, management, and proprietary and professional. This might be an indication of preparatory adult career education.
- 24 percent pursued high school equivalency, GED, or college subjects. Those in this group pursuing the high school equivalency certificate and those engaged in adult basic education, might be regarded as engaged in preparatory career education.
- 2 percent were engaged in adult basic education.
- 44 percent participated to get a certificate, diploma or a degree.
- 56 percent participated to improve or advance in job or to get a new job.

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*See the reference, same page, for clarification of "adult education activity." In general terms, it is organized instruction, including correspondence and private tutoring offered other than under the auspices of educational and recognized authority. It excluded activitites which could be considered worship services, recreational activities, or independent study.

The author commends the study to the reader as a fascinating source of additional information.

The Role of the Public Schools. Another study looks at aspects of the primary delivery system for primary and preparatory career education of adults. We tend to think of the public school system as exclusively involved with the education of children. Not so. In 1970 more than 9 million adult education students were taught in programs offered through public elementary and secondary schools or by community or junior colleges. (30,p.1) About 7.9 million of these enrollments were full time and 1.4 million part-time. Information for this survey was gathered through the cooperation and coordination by Chief State School Officers in each state. The reporting units were asked to describe the purpose of each program reported by assigning it to one of the following classifications:

Basic education (courses normally taught in grades 1-8 on reading, writing, arithmetic and social skills and Americanization programs)

High School or GED (course normally taught in grades 9-12 to prepare for high school diploma or equivalent)

Occupational Training (skill instruction to prepare for or advance in a job)

General and College Subjects (Academic courses for general or cultural information excluding degree credit courses)

Other (examples included first aid, water safety, arts and crafts, and so on)

Forty percent of the programs were rated as primarily occupational training by the reporting agency. The author would roughly estimate that about twice as many such programs might represent preparatory career education as compared to primary career education while the

enrollment ratio might be on the order of 4 or 5 to 1.

The Adult Education Act has incorporated purposes that relate to expanding career opportunities for individuals. Initially established to provide opportunities for adults to overcome English language limitations and to improve basic education so as to prepare for occupational training and employment, the most recent purposes of the program have been to provide opportunities for adults to complete their education at least at the secondary level again with the view of securing training for more productive employment. Federal and State expenditures were estimated to total over $99,000,000 in 1974 with student enrollments in excess of 950,000. (37, p.39)

One can also consult Schools For Careers (5) for additional information about the delivery system for primary and secondary career education of adults. This report covers secondary and postsecondary schools that offer programs of occupational preparation below the level of the baccalaureate. Information was obtained about instruction preparing individuals for gainful employment in recognized occupations and for new and emerging occupations, about assistance to individuals in making occupational choices, and about upgrading or updating the skills of individuals already in occupational fields. While student enrollment data were subsequently collected and published in separate reports,* data that follows relates to the kinds of programs that were available not enrollments.

Schools For Careers indicates that 11,731 schools of the

*The author had ordered the reports on enrollments. As of the writing of this paper they had not arrived. They probably contain information that would supplement and further support this paper's findings.

following types offered programs:

Type of School	Number	Type of School	Number
Technical-Vocational	1422	Trade	1082
Technical Institute	362	Correspondence	155
Business-Commercial	1679	Hospital	1266
Cosmetology	2443	Junior-Community College	787
Flight	1880	College-Universities	390
		Other	265

There was a substantial range in the distribution of schools by state ranging from a low of 25 in Vermont to 1451 in California. Programs offered by these schools were distributed as follows by general area of study.

Area of Study	Number of Programs	Area of Study	Number of Programs
Agri-Business	396	Home Economics	564
Marketing-Distribution	2025	Business-Office	6928
Health	3651	Technical	3456
		Trade-Industrial	10376

The Role of Community Organizations. Earlier it was suggested that career education of adults draws upon a greater diversity of educational resources that is the case with children. In the main, with children the resources are the school and the family. With adults, other organizations including noneducational organizations are frequently tapped. Therefore we might profitably look at data about participation in adult education offered by a variety of community organizations. In 1974 the National Center For Educational Statistics reported information on adult education community organizations. (26)

The offerers of education were "private nonprofit organizations whose primary reason for existence was to offer service, or to serve as a vehicle of association to members or to the general public. Their offering of education was incidental to their main purposes." The category included churches, religious organizations, Ys and the Red Cross, civic organizations, and social service and cultural organizations. For the report a course was an organized curriculum of three hours or more presented on a regular or systematic bases. It reported that 5000 organizations offered 17,500 courses classified as occupational training. The median length of these courses was 27 hours with about one-third of them lasting 150 hours or more. Of the more than 14 million registrations, more than half were in occupational training of which 15 percent were in the courses with 150 or more students. The age distribution of the participants in all courses was such that two-thirds of them were between 17 and 54 years with a median age of 38.3 years.

Vocational Education. The Vocational Training Act, provides vocational or technical training or retraining (probably fitting the preparatory category of career education of adults) to prepare individuals for gainful employment as semiskilled, or skilled workers, technicians or subprofessionals in recognized or emerging occupations below those which require a baccalaureate or higher degree. It has enjoyed substantial postsecondary and adult enrollments: 1.6 million and 3.5 million respectively in 1974.(9, p.51 and 53) In fact, the shift in enrollments in community colleges to occupational programs from 13 percent in 1965 to 44 percent in 1973 has been attributed to the

support provided by the Vocational Training Act. (9, p.55)

Vocational education has been monitored extensively since 1971 through a special study known as Project Baseline located at Northern Arizona University. A summary report (14) covering the periods 1971-74 has much vital information relating to career education of adults. Postsecondary enrollments (in this instance referring to 20-24 year olds) grew from 1,116,000 to 1,591,000, an increase of about 43 percent. Older adult enrollments (meaning 25 to 64 year old students) increased in the same period from 2,900,000 to 3,500,000 an increase of about 23 percent. Vocational education enrollments in 1974 accounted for about 9 percent of the 20 to 24-year-old population and 4 percent of the 25 to 64-year-old total population. Funds invested per student (federal, state, local) in postsecondary programs increased from $554.47 to $604.64 in the 1971 to 1974 period. During the same period funds invested per adult student decreased from $74.46 to $70.40. The author reports that it is not "possible to assess the impact of lower expenditures per student at the adult level." (14,p.25) Interestingly, though, during the same period program completions for adults rose from slightly under 6 percent to slightly over 8 percent. These completion rates can only be regarded as startlingly low. They are recommended for further investigation.

Before leaving Project Baseline, it would be useful to record an observation regarding the comparative costs of vocational education and manpower programs. "A review of Project Baseline data reveals that programs offered to out-of-school youth and adults through the vocational education systems are far less costly than those offered

under various federally sponsored manpower programs. For example, even with spiraling inflation, the cost per student in adult vocational education actually dropped from $74.46 to $70.40 during the period 1971-74. The manpower training and retraining programs during the same period put the cost at at least $2,000. Because most federally sponsored manpower programs include stipends to persons in training, there is no way of determining actual training costs, except for those trainees enrolled in institutional programs operated through the vocational education system.: (13,p.40)

Adult Participation In Higher Education. At this level we are probably considering preparatory and adaptive career education. A report of the ACE Committee on Financing of Higher Education (10) offers an interesting analysis of the categories of educational participation of part-time adult students in 1969 and 1972. The categories in both years were vocational-technical, managerial, professional, and other occupations. Each category experienced an increase in absolute numbers of participants from 1969 to 1972, an overall increase of 24 percent. These data indicate the career relatedness of part-time participation in adult education and suggest the possibility that these motivations may be increasing over the years. There remain uncertainty and, indeed, conflicting preliminary information regarding part time enrollments in collegiate institutions in the fall of 1976. Garland Parker's early release of his annual survey of college enrollments (52) indicates that "the number of part-time students in the reporting four year colleges declined by 13.6 percent after years of significant gains." Two year colleges "showed a 1.2 percent

decline in full time and an increase of 3.8 percent in part time students." On the other hand The PER Report for September 13, 1976, without citing its source of the information, but referring to preliminary indications of opening enrollment in collegiate institutions, stated, "What is significant about the preliminary data, if they hold up when complete data become available, is that they indicate a continuation of the strong trend toward a greater proportion of women and part time students." This source also indicated the projected percentage increase over fall 1975 for part time enrollments was 6.9 percent. (Unfortunately we must await the final tabulations, which, we hope will not only eliminate the apparent contradiction but also show continued strong growth of adult learning interests.)

Participation of Older Adults. Another study conducted by Bureau of the Census reports on the educational activities of 1 1/2 million persons including over 3 million workers who were 35 years of age or older and enrolled in high school, college, or attending a vocational school in October 1974. (45) This group represented about 2 percent of the nation's population in this age group. Not included are educational activities conducted by other types of institutions and agencies. About 68 percent were enrolled in college, about 27 percent in trade or vocational schools and 5 percent in elementary or high school programs -- a distinct shift toward college attendance and away from trade or vocational school attendance since 1972. (44)

About 77 percent of the total group - 88 percent of the women vs 67 percent of the men - was in the labor force. In total, these students demonstrate a substantial drive toward self improvement.

Again these data do not indicate directly the extent of participations in career education. However if one juxtaposes this study and the one cited earlier (48) in which 56 percent of adults who engaged in part time study did so to improve or advance in a job or to get a new job, there is reason to believe that the same kinds and levels of motivation operated in the distinctly older group of students; therefore, their involvement in further education was related to a career.

Adaptive Career Education. Let us look briefly at a more specialized area of education for indications of career related activity. A recent report on professional continuing education is of interest. "Training programs for the health profession have begun to rival the old standby teacher education programs. Data in the continuing education of physicians are indicators of what is happening in the field. Continuing education course offerings for physicians at accredited schools increased by 134 per cent between 1972-73 and 1975-76. Registrations increased from 306,649 in 1971-72 to 355,610 in 1973 74, the latest year for which such data are available. Even the prestigious American Bar Association has joined the hundreds of professional and occupational groups which call for strong continuing education programs to improve the quality of performance of their practitioners." (44, p.2) Continuing education of professionals is regarded as adaptive career education.

The foregoing review of statistics illustrates the limited usefulness of the term "adult". Fundamentally, the problem is that adults as a category of persons encompasses such a wide range, such a diversity of human characteristics, needs and aspirations that use

of the term really communicates little or may communicate wrongly with regard to subsets of adults. Consider the group of adults over 62 or retired. Perhaps basic prejudices - or ignorance - would incline us to ignore them. However a recent survey (12) of providers of learning opportunities for the elderly of all types - schools and colleges as well as community agencies, employers and so on -- indicates that about one out of five believed that offering job related subjects and skills was an important part of present program offerings for people aged 62 and over, and that one out of four believed that new or more programs of this variety should be available. Of over 600 agencies responding to the survey, almost 20 percent reported offering training relevant to employment whether for paid or volunteer work. At the same time the study director described information materials accompanying the completed questionnaires as not revealing..."any meaningful vocational training." The number enrolling in vocational schools and community colleges was..."trifling", with employers doing nothing to train workers over 62 or retired, and in remedial manpower programs there is almost no participation on the part of this segment of the population. However it is claimed that successful models of vocational programs for older adults do exist including the training of volunteers - about 15 to 20 percent of the training of millions of volunteers is directed to those age 62 or over.

Apparently career education of the elderly is receiving increased attention. A recent study of the California Office on Aging, focused on people age 60 or over, recommends the enlargement of financial

assistance and scholarships to help older persons prepare for jobs especially in areas with shortages of trained personnel to work with the aging as in nursing and convalescent homes. (47)

Career education for elderly people has also attracted the attention of community colleges. A study (16) completed with the support of the National Institute of Education is of interest. Out of a sample of 155 colleges surveyed, about 100 reported some kind of program for the elderly person (i.e. 60 years of age or older). However the study also indicates that "few community colleges have ventured into areas of advocacy and retraining elders for second careers." Bergen Community College in New Jersey is cited as having worked with the Comprehensive Employment and Training Administration to place elders in public agencies and having trained elders for careers in real estate and other fields. (A significant contribution of this report is its group of curriculum models including one for a second career program for older adults.)

Career services targeted to this segment of the population are certainly needed, and models of successful programs do exist. For example, since 1966 the Louisville State Employment Service has operated a Retired Workers Job Service Center which has obtained 4,000 job placements. (1) The center serves only workers over 60 years of age. Of particular interest is the fact that the center is operated by volunteers.

If highlighting older adults serves to illustrate one aspect of the diversity of the total adult population, other subsets could have been identified as readily: women, ethnic groups, offenders,

or professionals. For example the reader is referred to a most interesting article by Westling, Reichard, Cobb, and Drew on postsecondary continuing education for mildly retarded adults. (43)

Manpower and Employment Training. It is hard to determine to which categories of career education of adults, the various services of the Comprehensive Employment and Training Act (CETA) of 1973 are directed. More likely CETA is concerned with primary and preparatory rather than adaptive career education. CETA provides job training and employment through a decentralized system of programs planned and operated by States and local units of government. A report (49) now available on the first full year of CETA's operations serves as the source for the information that follows. Titles I and III are of most direct concern to the issue of career education of adults. Title I provides for planning and operating manpower services including training, employment counseling, testing and placement. Title III provides additional employment and training services to special groups such as Indians, migrant and seasonal farm workers, offenders, youths, and others determined to have particular disadvantages in seeking and obtaining employment. The programs are directed to individuals identified as economically disadvantaged, the unemployed and the underemployed. By the end of June 1975, Title I project enrollments had reached 570,000. The Program activities by percentage of total expenditures were: 31 percent classroom training, 8 percent on the job training, 7 percent public service employment, 43 percent work experience, and other activities making up the balance. About

60 percent of the participants under Title I were under 22 years of age, and about one-third were age 22 to 44 years old. Approximately 60 percent had less than full high school graduation suggesting that CETA is directed mainly to primary career education. The report does not provide details as to the kinds of training offered, but the programs were successful about 63 percent of the time, in the sense that the outcome was employment. Of the 52,000 Indian and Alaskan native enrollments, 56 percent were in work-experience assignments, 18 percent in public service assignments, 12 percent in classroom training and less than 10 percent on-the-job training.

The Job Corps is a CETA program. While we may tend to think of Job Corps as directed to youth, here it will be treated as an adult program since it is directed to disadvantaged individuals between the ages of 16 and 21 and its aim is to help them gain education and employment skills. Its unique feature is the use of residential centers (60 of them in operation at the writing of the report of which 27 are administered by federal governmental units and 33 by business firms, nonprofit organizations and agencies and state and local governments) serving about 46,000 people.

Career Education Support Services. The review of career education of adult practices thus far in this essay has been concerned largely with the instructional components. That is, inferences have been drawn about the practice of career education of adults by looking at such statistics as course, program or institutional enrollments, or by looking at inventories of programs offered by institutions and

agencies of various classifications, or by looking at information obtained from samples of students about how they have invested their time and effort in courses or other instructional units. Now we turn our attention to services that support the primary and secondary career education delivery systems.

In 1974 a most useful survey of adult career planning and development programs was conducted by the American Institutes for Research and summarized in an article by Harrison and Entine. (21) The following particularly salient facts are extracted from that report:

- 752 programs were identified, and 460 responded with 93 saying they did not offer an appropriate program of services. The useful data, therefore come from 367 programs.
- Sponsorship of the programs was as follows:

  34 percent colleges and universities

  20 percent community and junior colleges

  18 percent private groups and agencies

  16 percent governmental agencies

  12 percent public adult schools

- Clienteles

  32 percent were women

  16 percent had minority enrollments of 30 percent or greater

- Program structure, costs, evaluation

  Paraprofessionals play vital roles in a majority of the programs.

  Cost data was not comparable across programs.

  Planning and evaluation efforts were weak.

- Counseling Formats and Settings

  Classes were most popular.

  Workshops, seminars, and small group meetings were the second most popular format.

  Extremely varied settings are being used: homes, businesses and industry, mobile vans, live-in centers.

A by-product of the survey was a catalog of the most promising and unique programs. (19) The catalog is useful in that it permits a detailed and systematic look at selected programs. It includes 129 programs offered by 79 different institutions and agencies. Slightly under half the programs sponsors were agencies, institutions that were not colleges or universities. Since the catalog emphasizes programs for women and ethnic minorities, apparently too much credence should not be given to the fact that close to half the programs fall into these two categories. The remaining categories (mid-career change, rural residents, prisoners, handicapped veterans. general adult audiences and senior citizens) account for the balance of the programs. Again note that "adult" is indeed an umbrella term that covers numerous smaller but important subsets.

The outstanding programs certainly were not available uniformly to citizens throughout the country. Twenty states were completely without such programs and about half the outstanding programs were located in California, Massachusetts, New York, New Jersey, Illinois, and Pennsylvania. The programs served slightly more than 200,000 people. When compared with the data cited earlier on the millions of adults currently engaged in educational activities, 200,000 people

certainly suggest that career guidance represents one of the unmet needs of career education for adults.

Two additional resources provide further perspective on the availability of programs of career education of adults. The first is the Career Education Catalog. (19) This undated publication, published by a project funded by the National Institute of Education, apparently was completed in the early 1970s. It lists programs in three categories: Comprehensive Public School Programs (N = 37), supplementary Public School Programs (N = 29), and Alternative and Community Based Programs (N = 22). Of the 88 programs listed only 26 seem directed to adult student clienteles. One cannot help but be impressed with the heterogeneity of the 26 programs. For examples, one assists Native Americans learning to be teachers on the job at a reservation school; another is designed to train senior citizen volunteers and to place them in public school classes to assist teachers with career education units of instruction. A third involves a very small program of apprentice shipbuilders learning to make finely crafted boats. If, indeed, the report is a "Career Education Catalog," one cannot help but view the services for career education of adults as inadequate, unsystematic, and uncoordinated.

The second resource is the Federal Agencies For Career Education Services (50) a publication that frankly states that it does "not promise to include all federal government programs". Of the 38 programs included in the guide, 16 are indicated as applicable to adults,

as follows:

Program	Relationship to Career Education
National Student Volunteer Program	High School and college - career exploration
Education and Work Program	Materials and models of career education at all age levels
Career Education Program	Assistance in all aspects of career education including postsecondary settings
Community Education Programs	Coordination of community based career education
Consumer Education Program	Relates to career education through such topics as economic education, employability, survival skills
Research Projects in Vocational Education	Curriculum models and demonstration projects in career education
Women's Educational Equity Program	To assist career education to eliminate sex bias in curriculum choice
Comprehensive Employment and Training Act	Testing, counseling, skills training, basic education
Employment Service	Placement, occupational information, and testing
Manpower Research and Development Projects	Funding of career education projects
Occupational Information System Grant Program	Grants to 8 states to develop the Occupational Information Systems
Women's Special Employment Assistance	Counseling, continuing education, day care centers
National Audio Visual Center	Media materials applicable to career education
President's Committee on Employment of Handicapped	Employment opportunities, counseling, informational materials
Service Corps of Retired Executives Active Corps of Executives	Speakers on career exploration

Once again the subliminal message that comes through is that federal programs seem to lack coordination and integration in their approch to career education of adults.

Section IV

Adult Learning Needs and Experiences

This section highlights what is known about adult learning needs and experiences as applicable to issues concerning the career education of adults. There are at least four major ways to try to get a handle on adult learning needs. One way is via data that come from the assessments of adult skills, achievements or competencies. Such projects as National Assessment of Educational Progress or the Adult Performance Level Study at the University of Texas have contributed important information that is being used to guide the design and implementation of career education programs for adults. (46) This kind of information probably relates to the primary career education rather than preparatory or adaptive.

The second way is to take cognizance of what is know about adult psychological-social development and to use this knowledge to design educational programs that serve adult developmental needs. A very excellent summary discussion of the dimensions of adult development and their potential application to shaping college level programs is to be found in a recent work by Arthur W. Chickering (7). This kind of information relates to all three categories of adult career education with probably keener insights being provided to preparatory and adaptive career education.

National Survey of Adult Learning Interests. The third way to deal with adult career education needs is the survey route based on data derived from local or national samplings of adults. The results of

the most recent national study of this variety is summarized below.

In 1972, Educational Testing Service, on behalf of the Commission on Non-Traditional Study conducted a national survey of adult learning interests and experiences (6). The method used in the study makes it possible to project the results to the total adult population of the United States. For example roughly three out of four American adults express interest in continued learning of some kind.

The survey gathered data for two sub-groups: Learners and Would-Be Learners. The former were people who indicated they had received instruction during the previous year. The latter were people who said they were interested in further learning. The two groups differed on several variables: Would-Be Learners tended to be older, less well educated, and more heavily represented in unskilled occupations.

Would-Be Learners responded to a list of 48 topics they might be interested in studying by indicating all subjects of interest and one subject of greatest interest. Seventy-eight percent reported interest in vocational subjects, which was the area of greatest interest. Other areas attracting at least half the votes were hobbies and recreation, home and family living, and personal development. Within the category of vocational subjects, the most popular were business skills, industrial trades, and technical skills. When Would-Be Learners were asked to indicate their first choice learning preference, again vocational subjects topped the list named by 43 percent of the group. The closest rivals were far down the list and included general education (13 percent), hobbies and recreation (13 percent), home and

family living (12 percent). There were further interesting findings when sub-sets of Would-Be Learners were looked at. For example, slightly more than half the men were interested in vocational subjects while a little more than one-third of the housewives had this preference. Interestingly, about one-third of those aged 55 to 60 were interested in vocational subjects, and even within the age group, this was their most popular choice.

Thirty-five percent of the Learners pursued interests in vocational subjects but with sharp difference between men and women, younger and older and rural and urban adults. Men, younger, and rural adults showed stronger interest.

Would-Be Learners and Learners both preferred lectures or classes to other methods of learning. Would-Be Learners preferred on the job training to a greater extent than Learners. While Learners used self-study fairly frequently, Would-Be Learners were not attracted to this method. About two-thirds of the Would-Be Learners wished to receive some recognition for their learning. Among other findings, the study indicates that those designing career education programs for adults would do well to seek out the opinions of persons who represent both their anticipated student clientele and those who may be currently enrolled in a career education program.

Respondents were given an opportunity to indicate their reasons for learning. Of the total list of possibilities the findings apparently related to career education are these:

	Would-Be Learner Percentage	Learner Percentage
Become better informed	56	55
Get a new job	25	18
Advance in present job	17	25
Get a certificate or license	27	14
Attain a degree	21	9
Meet educational standards	13	4
Satisfy employer	24	27

One major implication of these data is that there are substantial unmet interests in further career education among American adults. Section III indicated substantial adult participation, if not in career education at least in career related educational activities. The survey just reviewed, when set side by side with information about actual participation implies that there are large numbers of adults yet to be served.

Manpower and Population Projections. Manpower and population projections can contribute to our understanding of the problems. An analysis by Davis and Lewis entitled Education and Employment (11) yields the following comments. The study was completed prior to the present economic downturn; consequently their findings and conclusions may need to be reviewed in the light of the ways our present economic conditions may cause us to reappraise our views of the future. Nonetheless, these analysts offer good counsel which can be related to career education of adults. For example, they say "Given limited resources and the possibility of substantial allocations to direct job creation and

enhancement, large requirements for providing basic schooling for increasing numbers of children in the eighties, and limited resources for public programs of all kinds, it is essential that the large number of men and women workers in the 25 to 45 age group be offered the most cost effective work related education and training possible. Though the demographic projections indicate large numbers moving through the prime-age groups during the forecast period, the full measure of the burden is not revealed by numbers of people alone. The labor force projections indicate a very substantial demand for educated and trained workers. Presumably, the provision of educated workers to produce the increased requirements opened by growth and replacement needs for white collar workers of the service sector will be met through the very large numbers forecast to come out of institutions of higher education.... This is one reason allocations will not shift too abruptly away from higher education especially in the professional schools and occupational training programs. There is the additional economic benefit resulting from new knowledge produced in universities and applied through research and development in technology to the enhancement of production and the more effective management of the economy. Institutions of higher learning are not likely to starve for support in the future, but future policies for supporting them may have to be based on the provision of more short courses designed to offer specific training for specific job performance needs. In turn, these segments may have to be bound into programmatic sequences that run over several years, and with special purpose training interwoven with general studies, again arranged in

shorter modules. Between actual resident study sequences there may have to be arrangements for self-study and institutional monitoring. The instructional technology is available to sustain such learning sequences, but the overall design of curricula will present challenging tasks and demand creative flexible instructional responses in order to avoid more aggregates of academic bits and pieces. The great age of faith in general education may not be ended, but new work-based offerings mav have to be part of the programs of even the most prestigious universities." (11, p.12)

As if the preceeding paragraph were not sufficient to describe career education of adults in the future, Davis and Lewis offer a 27 point "Profile of Future Work and Education Arrangements." Obviously there is not sufficient space to cover these points here but a few having great salience for career education of adults are these:

- Job development and enrichment will be as significant as job creation.
- Self-employment opportunities should expand giving rise to matching appropriate education and training.
- We can expect social tensions as a consequence of providing resources for educating youth and for training and retraining adults.
- Substantial demands for continuing education can be expected.
- Career education opportunities will likely move upward from the secondary to the postsecondary fields.
- Private industry will need to be brought into partnership with the education systems.
- Increased attention will need to be given to work and education problems in small towns and rural areas.
- There will be increased demands for professional training specialists and work training coordinators.

In their more detailed analysis they call particular attention to the educational implications of decreasing numbers of young workers and increasing numbers of workers in the 25 to 44 age group. They see this as calling for a shift in emphasis from entry-level training programs to programs designed to meet the needs of the already established worker. In terms of the categories employed by this paper, it means a shift from preparatory to adaptive career education.

One also finds a statement of advice apparently directed to the National Advisory Council For Career Education and other groups. "The need for the immediate future is not so much for innovative initiatives serving undiscovered client groups as it is for rationalization of the many and complex program possibilities that have already been tried, evaluation of the results, and improvement and expansion of programs to make them more comprehensive and cost-effective at appropriate scale." (11,p.91) This statement by Davis and Lewis also provides an appropriate point to move to the final section of this essay which will be a brief overview of some of the innovative programs at the college and university level that are directed to the career needs and interests of the adult student.

Section V

Developments In Higher Education

New College Programs and Services. Since 1970 there has been a substantially heightened level of activity on the part of colleges and universities throughout the country to offer undergraduate and graduate degree opportunities to adults. This effort has been accompanied by the emergence, or expansion, of a range of support services not in themselves degree programs, which frequently operate independently of colleges and universities. These support services tend to facilitate various processes associated with the degree programs, particularly those available to adults. Two illustrations clarify what is meant by a support service: (1) The College-Level Examination Program, a national program of credit by examination, makes it easier for colleges and universities to recognize and take account of the academic achievement beyond that reflected in traditional transcripts of course work completed by adult students. (2) The Regional Learning Service of Central New York - an outreach counseling student advocacy service, that identifies potential students and directs them to educational resources including institutions offering degree programs.

Degree Program Developments. What has been the nature of degree program developments targeted to the adult student? Since various models of external degrees have been identified and described in the literature at some length (39), they need not be discussed here.

However, three models of external degree programs do provide a fairly comprehensive organizing structure to illuminate developments in career education of adults in higher education.

The first model of an external degree has been called the administrative facilitation model and is probably the most common accomodation that higher educational institutions have made to serve the career education needs of adults. In practice, the model is implemented whenever a college or university, while holding to its normal degree requirements, makes various arrangements that facilitate the acquisition of a degree. The options open to institutions are varied and numerous. Some of the more common options would include schedule modifications, that is, weekend colleges; location modifications, teaching courses at off-campus locations; course delivery modifications, the use of instructional television fixed service to transmit campus-based instruction to classrooms in industrial or business locations; learning mode modifications, the use of independent study; and definitional modifications, defining residence to mean instruction conducted under the supervision or sponsorship of the institution and not necessarily requiring the physical presence of the student on campus.

Some Extended Services. Application of various technologies to the delivery of instruction represents yet another option for the development of an administrative - facilitation external degree. Kuskokwin Community College for example provides educational services to 50 villages scattered across 60,000 square miles of Alaska. It is easy

to understand the interest of this institution in television, telephone and radio, in response to an extreme set of circumstances. Numerous other examples can be cited. The University of Southern California, School of Business Administration "Flex Ed Program" consists of modular tape recorded courses with study guides, work books, texts and so on for directed independent study. The External Studies Program of the University of Pittsburgh also produces and distributes packaged courses for off-campus, directed independent learning. "The Study Unlimited" Program of Black Hawk College makes use of courses on video cassettes. The adaptation of cable television to college teaching is being pursued by Flathead Valley Community College in Montana.

The California State University and College System has substantially increased career education opportunities for adults by using the administration-facilitation model of an external degree. The system now refers to these opportunities collectively as "The 1000 Mile Campus." Three patterns for administering these external degrees are currently followed for upper division or graduate programs created since the Commission on External Degree Programs, established by Chancellor Glenn S. Dumke began looking into new adult needs in 1971. One calls for the programs to be offered by The Consortium, a unit that has responsibility for planning, monitoring, and implementing selected types of extended programs. By the fall of 1975, The Consortium offered eight degree programs. The second administrative pattern under which seven programs are available involves The Consortium and a participating college. The third pattern utilizes

one of the 19 campus units of the system sponsoring an extended program. For 1975-77, 26 such programs were offered, including 16 at the master level. (53) In describing these activities in 1976, George McCabe, Director of The Consortium, indicated that about 4,000 students were enrolled at that time compared to the over 82,000 individuals over 25 enrolled in regular state funded on-campus programs. (27) While the extended degree program enrollments are small comparatively speaking, they appear to be growing. In 1973-74, the enrollment stood at 1,044 students.

The 1000 Mile Campus extends career education opportunities by modifying course schedules by offering classes in late afternoon, or weekends, by moving instruction off campus to locations more accessible to students, and by making use of independent study. The design and implementation of such programs follows careful feasibility studies and market surveys that determine the availability of a group of individuals interested in career development in the field in which programs are contemplated.

New Special Adult Degree Programs. The second model of an external degree is the "modes of learning model," characterized by new degree patterns that adjust to the capacities, circumstances, and interests of a different student clientele. Examples of the model have existed for several years in the now fairly numerous special degree programs for adults. A useful analyses of programs of this kind in smaller private colleges is to be found in the doctoral dissertation of Edgar Maurice Bunnell (4). He reports on 18 such programs, representing less than 5 percent of the small private

colleges of the United States, all in institutions of less than 1,500 students. Of these, 6 reported their programs as general education only, and 12 as a combination of general and vocational education. In all 3,946 students were enrolled in these programs.

James C. Hall for his doctoral dissertation (18), studied those special adult degree programs that came into being following World War II and that prior to 1970 were undertaken by many veterans. He was also interested in these programs because they were limited to mature students and made use of the students' prior learning. Finally, they were programs that used curricular approaches and teaching methods assumed to be more effective with mature students. The eight programs studied included ones at Brooklyn College, Queens College (N.Y.), Mundelein College, Roosevelt University, University of Oklahoma, Syracuse University, Goddard College, and the University of South Florida.

Hall's study includes several observations of interest. For example "Of the eight special baccalaureate programs studied, only Roosevelt had vocationally oriented specialities as part of its original design." (18, p. 349) At another point he writes, "A number of the special baccalaureate programs for adults have begun to include vocationally and professionally oriented specialties in their programs or have created parallel programs through which the specialized work is offered. Syracuse University...now offers a baccalaureate in business administration...The University of Oklahoma...is offering an independent study program with a speciality in business. Queens College has...made arrangements (for course work) at Baruch College, the institution.. which offers business." (18,p.349-350)

Hall goes on to say, "The special baccalaureate programs for adults thus seem to be reacting to the move toward a vocational orientation in undergraduate programs in much the same way that more traditional programs are reacting: the special baccalaureate programs are attempting to incorporate a vocational or professional option within their design if they can. And those institutions with special adult degree programs which have been able to offer vocational and professional programs to adults are benefiting from the sharply increased revenues which the specialized curricula are producing. Liberal studies programs seem not to have been the first choice of adults after all." (18, p.350) (Emphasis added)

Hall and Bunnell bring two very important ideas to our attention. First, small liberal arts colleges are resources for the development of career education programs for adults and secondly the incorporation of vocational-professional career emphases to special degree programs for adults seems to be a second stage in the evolutionary development of those programs.

Since the 1970s we have seen emerge with considerable popularity a variant of the second model of an external degree programs. This variant builds on a concept of an academic degree that differs from the traditional one. The traditional requirements for degrees are expressed in terms of numbers and particular patterns of courses to be studied. At some institutions, particularly those serving adults, degree requirements now are being stated in terms of specific competencies that students are expected to have acquired and demonstrated

in order to qualify for a degree. The number of institutions that haye gone this route either completely or in part is substantial and includes: Community College of Vermont; the College For Human Services; Empire State College; Metropolitan State University; Florida State University; College of Community and Public Service; University of Massachusetts, Boston; and Greenville Technical College (South Carolina). The student enrollments at these institutions range from about 150 students to over 5000.

One advantage for career oriented adults in competency based degrees is the fact that such programs find it relatively easy to accept philosophically the notion that previous learning of students should be recognized. Within these institutions we find a strong representation of those that are utilizing national services designed to assist in assessing out-of-classroom learning: the College Level Examination Program, the Cooperative Assessment of Experiential Learning (CAEL) Project, or the Project on Non-Collegiate Sponsored Instruction. Consequently the programs tend to attract adults with strong career motivation and these programs can be regarded as among the newer career education programs in higher education.

Three Colleges without Campuses. The third model external degree is the "validation model." Institutions built on the model do not themselves offer instruction, nor are they concerned with the issue of where the student learned. Validation external degree programs assess student learning and utilize many techniques to acquire evidence of learning: transcripts of courses completed, examinations, individual assessments and so on. Three programs - Thomas A. Edison

College, The New York Regents Degree, and The Connecticut Board For Academic Awards - represent the present complete list of opportunities to acquire degrees via these methods.

One might object that this type of external degree is not career education of adults and at best "career learning validation." This view might hold if the student completed his or her degree requirements on the basis of an evaluation of evidence presented of the learning accomplished to date. However, all three of the above degree programs report that a student rarely completes the degree without further study. Another point frequently overlooked is that all three programs offer comprehensive career and educational counseling services as an integral part of their degree program.

The Traditional Institutions. What is happening among the more traditional institutions of the country as a group? In May 1976, the Second Annual Report on Financial and Educational Trends in the Private Sector of American Higher Education (2) was released by the Association of American Colleges. A study of accredited private, nonprofit, 4 year institutions of higher education it is based on a sample of the 866 institutions that enrolled 1,469,000 students in 1969-70. The study solicited the views of chief academic officers and chief student officers on matters relevant to this section.

Comparisons of 1974-75 and 1975-76

	Report of Chief Academic Officers			
	Increase	No Change	Decrease	Don't Know
Experiential Learning Programs (Work Study, Clinical Training, Internships)	72%	27%	--	--
Non-Traditional Independent Study (Credit by Exam, Experiential Learning, Extended Degrees)	49%	50%	--	1

	Report of Chief Student Personal Officers			
	Increase	No Change	Decrease	Don't Know
Career Counseling - All Institutions Combined				
Availability	74%	25%	1%	--
Frequency of Use	75%	20%	4%	1%
Quality of Service	75%	24%	1%	--
Career Placement - All Institutions Combined				
Availability	55%	44%	1%	--
Frequency of Use	68%	25%	4%	3%
Quality of Service	63%	35%	1%	1%

These data are moderately encouraging. Experiential learning programs are significant elements in career education; Hence, it is good to see that nearly three out of four reports were for increased activity in this domain. On the other hand, there apparently is much more caution toward the development of other non-traditional programs that include elements of interest to adults. The data also suggest a strong difference in sensed responsibilities for career counseling and career

placement, with the former favored. Particularly distressing is the fact that when institutional types are looked at separately doctoral granting institutions show up very differently from the total group of institutions on the availability of both career counseling and career placement. These percentages are show below:

For Doctoral Granting Institutions

	Increase	No Change
Career Counseling	45%	57%
Career Placement	29%	71%

A few years prior to the collection of data cited above, Devlin (13) looked into the offering of career development courses on college campuses. He observed that in the period prior to his survey career development courses had started to appear on college campuses. Such courses were "academic credit bearing courses designed to assist students to develop a comprehensive understanding of themselves in relation to future career." In February - March 1973, he sent a questionnaire to over 1,500 placement officers in college placement offices and received 756 useable replies. His major findings were:

- 10 percent offered career development courses as part of the academic program.
- An additional 15 percent said they had such courses in the planning stage.
- Of the 78 institutions offering such a course, 40 were taught by a placement counselor.

A "Career Dynamics" type of course (designed to give the student personal insight also to relate to vocational requirements) was most popular. Other courses included "job oriented" courses, designed to

determine career objectives and to develop a job hunting campaign, and an "occupational information" type course.

Another view of the response of more traditional institutions to career education can be gained from a 1974 study, Career Education Within The University of Maine System, A Status Report (42), a report based on visits to each of the seven campuses of institutions that comprise the University of Maine System. At least two knowledgeable persons were interviewed on each campus. The report is thoroughly forthright and the University is to be congratulated for recognizing the need for the study and for preparing an open report. Space will not allow for a complete listing of all the findings, but among the more incisive statements are these:

- "Career development education within the University of Maine System is in its infancy."
- "Career development education has not been integrated into the educational programs with the...system."
- "All campuses reported...plans to provide additional counseling."
- "Career planning offices...are in a position to provide limited help."
- "Evaluation components are missing from most developing career education programs."

Among the several recommendations offered by the report, we highlight the following:

- Interaction among directors of career planning offices should be increased.
- Each campus should develop a comprehensive career development program.
- There should be assessments of the relative effectiveness of projects and programs.
- There should be assessments of the relative effectiveness of projects and programs.

The University of Maine study is probably a good reflection of what might be said about career education of adults in general. That is, we can, indeed, find instances of programmatic activity with considerable variety, uniqueness, and creativity. However, the activities tend to be individual illustrations of the potential of career education programs of broader scope. We do not have an even distribution of adult career education services if we consider what is available to a particular individual. One person may find that he or she has splendid counselors or guidance services; for another these services may be marginal or completely unavailable. Although the University of Maine System found that it had pockets of interest, some competences, and some functioning services, it did not have an array of services on all campuses that could be regarded as adequate for the system as a whole.

Three Kinds of Supporting Services. This section will contain comments on the development of three kinds of supporting services to the higher educational community that underpin many of the efforts of colleges and universities to develop the career potential of adult students: Educational brokering, prior learning assessment and credentialing, and expanding experiential learning opportunities.

Educational Brokering. Educational brokering is a term that appeared on the postsecondary educational scene in the early 1970s. "Educational brokers serve as intermediaries, the important go-betweens for adult learners and the vast array of educational resources. They serve adults through information giving, referrral, counseling, assessment and

client advocacy." (3, p. 1)

Perhaps student advocacy is the key additional function that contrasts educational brokering service with typical counseling-advisement. "The broker's function is to facilitate the client's working through the procedures of admission and financial aid, and securing equitable recognition for prior learning. This requires that the broker be acquainted with the key institutional personnel and procedures, be able to help clients present evidence of prior learning and serve as an advocate for them with individual institutions. Advocacy of client interests takes two forms: intercession on behalf of individual students, and efforts to change institutional policies which hamper adult learning." (3, p. 2)

By 1976, educational brokering had advanced sufficiently to create the need for a National Center For Education Brokering. This center supported, by a grant from the Fund for The Improvement of Postsecondary Education, serves as a clearinghouse for information about educational brokering. It also serves to advance the art of educational brokering and to assist new and developing agencies to achieve their potential for service. Currently there is no single list of educational brokers nor are there summary data on the number of agencies, clients served, the extent of use of specific client services and so on. However, the Bulletins of the National Center For Educational Brokering report on a select group of brokering services in each issue. It seems safe to say that close to three dozen such services or agencies have already been identified.

The concept of brokering is an important one for career education of adults because of the important facilitating role that brokers can play. Through their outreach programs that help identify and encourage adults to consider advancing their careers via further education, through their counseling advisement and information services they obviously can help further career development efforts. Also, very importantly, they can help adults locate educational resources and obtain recognition of their previous educational achievement. The problem with brokering apparently is not with the concept but with the sufficiency of these services across the land and their ability to maintain themselves financially. A monograph by Heffernan, Macy and Vickers gives a comprehensive treatment of educational brokering. (22)

Among the community agencies with potential as educational brokers are the public libraries. From 1972 through 1976, the College Entrance Examination Board conducted the Office of Library Independent Study and Guidance Projects to explore this potential and to develop models and training materials for its realization. The project developed pilot programs in selected major cities throughout the country. Since 1976 its work has been continued on a more permanent basis by the Consortium For Public Library Innovation.

Prior Learning Assessment and Credentialing. The art and practice of prior learning assessment and credentialing has also been advanced on several fronts in recent years with a positive contribution and benefit to career education of adults. The mission of the Commission on Accreditation of Service Experiences (CASE) of the American Council

on Education has been broadened to include a concern for civilian noncollegiate sponsored instruction, in addition to its former concern for the equivalency of military training programs to traditional college courses. With this new responsibility, CASE has become the Commission on Educational Credit and the agency that administers the day-to-day programmatic activities is known as the Office on Educational Credit. In cooperation with educational authorities in individual states, the Office on Educational Credit has encouraged the development of college-university course credit recommendations for formal instruction available through business, industry, and governmental training and education programs. The initial guides for such recommendations have been published. (35) This activity is one leg of the three legged stool that supports prior learning assessment and credentialing.

The second leg of the stool is the expanded availability and use of programs of credit by examination. The College-Level Examination Program (CLEP) had a candidate volume of close to 94,000 in 1975-76. The sponsor of the program, the College Entrance Examination Board, indicates that over 250,000 separate examinations were taken. The examination results are recognized by most undergraduate institutions as a basis for awarding academic degree credit. A national program of credit by examination such as CLEP performs an important role for both individuals and institutions. The program originated with the premise that adults have had multiple opportunities to learn at the college level outside of formal institutional settings. When institutions are prepared to recognize the examination results and

award academic credit, sound educational planning and career guidance can be facilitated and career education of adults can move forward more efficiently and equitably. Adults will find some increase in the examination options available to them after 1976 because the tests of the New York College Proficiency Examinations will be available nationally under arrangements concluded with the American College Testing Program.

Experiential Learning. The third leg of the stool appeared in 1974 with a research and development effort known as the CAEL project. In this activity Educational Testing Service was joined by 10 colleges and universities to further the development and improvement of techniques, processes, and procedures for the assessment of experiential learning. Two varieties of experiential learning opportunties were recognized. Sponsored learning referred to programs carried out under the aegis of a college or university. Activities such as cooperative education programs, year of study abroad programs, and internships represent sponsored experiential learning. The project was also concerned with the assessment of learning outcomes of experiential learning that occurred prior to the student's enrollment in college. Thus CAEL reflected a concern for the learning outcomes on the part of an adult who has had a rich life since graduation from secondary school and now wishes to return to formal education to advance certain career objectives. CAEL has proceeded to create an array of materials that institutions can use to perform the needed assessments. Interestingly what started as a research and development project with clearly defined objectives had emerged as a new postsecondary

educational association.

CAEL provided an opportunity for colleges and universities to formally align themselves with the project on an institutional membership basis in the CAEL Assembly. By 1976, over 250 postsecondary institutions and agencies had joined, and in the spring of 1976 a charter application was filed with the Regents of the State of New York. A charter as a nonprofit postsecondary educational association was granted early in the fall of 1976 and officers have been elected. CAEL now has a life beyond the expiration date of the original research and development work scheduled to be completed in June 1977.

Thus in the Office on Educational Credit, in national programs of credit by examination such as CLEP, and in refined techniques for assessing experiential learning such as those advanced through CAEL, the adult learner wishing to pursue career objectives has an expanded set of resources to assist in obtaining valid assessment of prior learning over what was available in this country in the 1960s.

Finally, experiential learning itself is being recognized as a worthwhile component of the total educational development of individuals. Postsecondary institutions are now looking to the incorporation of experiential learning components into their programs for undergraduate and graduate students. We have seen dramatic increases in the growth of cooperative education since the early 1970s -- 576 programs in 1973, 775 programs in 1974, 970 programs in 1975 and over 1000 programs in 1976. (54)

Similarly, interest in the development of internship opportunities matured sufficiently in the 1970's to bring into being a National Center

For Public Service Internship Programs, in addition to several state and city based agencies such as the North Carolina Internship Office or the Urban Corps of New York City and Chicago. These developments have been paralleled by an increased sense of the need for mutual support among individual educators deeply immersed in planning and operating experiential education programs. The result has been a new professional association, The Society For Field Experience Education which also started after 1970.

Sexton and Ungerer have explored the rationales for experiential education from the perspective of the individual as learner, the individual as worker and the individual as citizen. (36) Doubtless the second of the three perspectives is most cogent. The authors remind us of the important work done by the National Manpower Institute that culminated in the report The Boundless Resource and the report's call for the coordination of community resources to integrate education and employment. (40) Experiential education is also seen as importantly related to career education but usually from the viewpoint of students who have not as yet acquired experience in the world of work. Sexton and Ungerer urge further research "to determine the extent to which various types of experiential education programs enhance future job prospects and career development in general." (36, p. 37)

For adults returning to formal education with many years of experiential learning behind them, particularly in the form of responsible, varied, and successful work experience, the integration of this experience with career development represents challenges

somewhat different than for the traditional undergraduate. In fact, this problem is posed as one of the special aspects of career education of adults that should receive increasing attention as postsecondary education moves ahead to embrace experiential learning more completely. (38) In late 1976 LaGuardia Community College an institution with a total commitment to cooperative education has been awarded a contract by the United States Office of Career Education "to create and disseminate a model for a comprehensive career education approach to higher education." (8)

Section VI

A Brief Summary and Some Recommendations

This paper has offered a broad view of the current practice of career education of adults. It has drawn upon statistical information that indicates millions of adults are engaged in diverse kinds of educational activity. And, even though the available reports do not call any part of this educational effort "career education of adults", there is strong support to the belief that a primary motivation is the desire on the part of the participants to maintain, improve, or change their relationship to their work. The author has sought, found, and reported information about aspects of career education of adults other than instructional, such as counseling, career development, and job placement. Attention has been called to ways that external degree developments since the 1970s have meant an expansion of career education opportunities for adults. Finally, the point has been made that career education for adults depends not merely upon activities based in educational institutions but also upon a wide variety of services by agencies outside colleges, universities, and other postsecondary teaching institutions. Three examples of such services -- educational brokering, educational assessment and credentialing, and experiential learning - illustrated this point. Because the world of adult career education is so vast, the author found it necessary to use a structure to help systematize an approach to this topic. Three categories of career education of adults were posited: preparatory,

primary, and adaptive. The categories themselves addressed different goals or purposes of career education of adults. Within each category one can examine primary and secondary delivery arrangements and the support programs that undergird the delivery mechanisms. Beyond the requirements of this paper, there is a continuing need for a conceptual map of adult career education to interrelate its different levels, mechanisms and processes in order to facilitate our understanding of it.

From this excursion into the world of career education of adults, the author has emerged with a keen sense of needs and opportunities:

- We need to increase our base of statistical information about the career education of adults.
- We need to probe in much greater depth into the nature and kind of current programs.
- We need a conceptional framework, in career education terms, to encompass the totality of human needs to be addressed by career education of adults. On one dimension alone, the range is from adults who have not yet found their first satisfying relationship to work to those whose problem is selecting among numerous satisfying and exciting opportunities.
- We need to find practical ways to identify, encourage, and sustain successful programs of career education of adults, to insure against their demise because of financial considerations, and in general to protect the base of efficient and beneficial services already available.

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